

Project Assistance Completion Report

CAFS Family Planning Training Support II Project (CAFS II)

(623-0004-A-00-942-00)

January 15, 1996

1. Introduction

This Project Assistance Completion Report (PACR) follows the guideline set out in Chapter 14 of USAID Handbook 3 for project closeout requirements. It is an abbreviated PACR because many of the HB 3 requirements for a PACR are not relevant in light of the continuing project activities undertaken in the approved follow-on project, CAFS III.

The Centre for African Family Studies (CAFS) was established in 1975 by the International Planned Parenthood Federation (IPPF) to address the region-wide need for training of family planning personnel. CAFS is the only *African* institution providing appropriate training programs to family planning service managers and providers. CAFS, as a registered private voluntary organization, retains its authority through IPPF's non-governmental organization (NGO) agreement with the government of Kenya. Initially, CAFS' training was geared toward general population and family planning issues for policy level professionals and senior health care officials. In the early 80's, with assistance from Columbia University Center for Population and Family Health (CPFH), CAFS began to restructure its program to provide more mid-level service oriented training programs and extend its focus beyond the IPPF realm. By this time, the organization had already established contacts throughout the international family planning community in sub-Saharan Africa.

With CPFH, CAFS developed the content and curricula for two new courses in contraceptive technology and management of family planning programs. USAID conducted an assessment of the courses, concluded the courses successfully transferred family planning technology, and, as a result, the courses were formally incorporated into the CAFS training program. Subsequently, CAFS submitted a project proposal for USAID funding to further strengthen staff and institutional capabilities so that additional family planning courses could be developed.

The resulting CAFS Family Planning Training Support Project (No. 698-0662.29) was authorized in August, 1985 for three year life of project (LOP) funding, extended to December, 1988 as a sub-project of FHI-I. With an additional "bridge" project, authorized as an FHI-II sub-project, total funding was \$2,560,000. This permitted an orderly transition to a new follow-on project, CAFS II, to begin August, 1989. The original CAFS II PACD was June, 1993 with funding of \$4,132,270. An extension was granted with a revised PACD of December, 1994 and a new funding level of \$5,700,000.

The overall goal of the CAFS II project was to contribute to a reduction in the high total fertility rate in the sub-Saharan region. Further, the project intended to contribute to improving family planning program management and updating program strategies and methodologies.

The purpose of the project was to expand and strengthen the training programs of CAFS which in turn would lead to improved knowledge and practical skills of the professional staffs of family planning service institutions in sub-Saharan Africa. The CAFS II project was designed to contribute to the elimination of barriers to family planning, the promotion of more effective family planning methods, and the development of the private sector as a service delivery mechanism. Toward this end, the project funded management and technical courses in anglophone and francophone Africa, curriculum upgrading, and new course development.

In addition to expanding and strengthening CAFS' regional training capabilities, the project included a focus on the *initial* steps toward institutional capacity building and furthering the maturation of CAFS as a viable organization. However, the mid-term evaluation of the CAFS II project identified a number of barriers to the development of CAFS as a viable African training institution. These included;

- (1) an inability to formulate and articulate a shared institutional vision,
- (2) difficulty translating vision into action,
- (3) leadership transitions and, ultimately, lack of a director for the institution,
- (4) staff attrition,
- (5) limited management and operational systems,
- (6) a restricted funding base which limited flexibility in financial management, and
- (7) over dependency on too few donors.

CAFS made considerable progress toward achieving the project goal of strengthening its training capacities, however, development of the organizational structure and the prospects for continued institutional viability did not progress at the same pace. Thus, a follow-on project, CAFS III, was designed to provide support to develop the requisite institutional capacity to become a stable, self-reliant, market-oriented institution with a diversified financial base.

2. Project Status

A) The CAFS II Project ended December 31, 1994.

B) CAFS has submitted its final billings and expenditure reports. Remaining project funds have been de-obligated.

C) REDSO/ESA management felt a final evaluation was not necessary in light of the number of assessments already conducted of CAFS in the development of the objectives of the follow-on CAFS III project.

D) The final recipient-contracted project audit was conducted by Price Waterhouse and the completed report submitted May, 1995. Compliance with the audit recommendations are addressed in CAFS III project activities.

3. Contributions by USAID, CAFS, and Other Donors

Funding level LOP % contribution

USAID: \$5.217 million 31.8%
IPPF: \$4.873 million 29.9%
CAFS: \$4.201 million 25.6%
CIDA: \$1.670 million 10.2%
SIDA: \$432 thousands 02.6%

4. Review of Project Accomplishments

By the PACD, the CAFS II project was expected to have achieved the following:

**** (1) Added new courses to the program.**

The CAFS II Project developed and implemented the following new courses, including trainer and participant manuals and supplementary training materials:

- a) Management of Family Planning Programs for Senior Level Managers
- b) Management of Community Based Distribution Programs
- c) Financial Management
- d) Family Planning Research, Monitoring, and Evaluation

**** (2) Upgraded existing family planning course curricula**

During the CAFS II Project, the following existing courses were upgraded, with trainer and participant manuals and supplementary course materials developed:

- a) Management of Family Planning Programs for Middle Level Managers
- b) Family Health Communication Course
- c) Contraceptive Technology Update
- d) Training of Trainers in Clinical Family Planning

**** (3) Expanded the CAFS Francophone program**

Between 1981 and 1988, nine (9) of CAFS' fifty seven (57) training programs were conducted in the francophone region. By the end of the CAFS II Project period, thirty four (34) of the seventy nine (79) courses conducted by CAFS were presented in francophone Africa. This constitutes 96% of the target goal.

**** (4) Trained 1,183 family planning professionals**

Over the project period, CAFS trained 1,077 individuals in the anglophone and francophone regions. This constitutes 91% of the project training target.

**** (5) Institutionalized a system to collect and analyze the information on the impact of training on participant job performance and institution building.**

In 1993, CAFS initiated an evaluation system to determine the impact of its training programs in the region. During the period of July and August, 1993, CAFS conducted extensive in-country follow-up visits to alumni. Small teams of anglophone and francophone trainers interviewed former participants, their supervisors, and donors in order to assess course quality and relevance. Relevant parties expressed general satisfaction with the training and evidence was collected which indicated that information and skills garnered through the training programs were utilized at the programmatic and service provision levels. Development and institutionalization of more sophisticated follow-up evaluation processes are being undertaken in the CAFS III Project.

**** (6) Developed a management system which could effectively market the CAFS training program using a tuition fee structure to recover the direct costs (non-administrative) of training.**

CAFS upgraded the course fee structure to cover 50% of the direct costs of training. According to the mid-term evaluation report, the original target cost recovery goal of 100% was unrealistic in the time-frame projected and a 50% cost recovery rate was considered an encouraging accomplishment. The development of effective management and marketing systems was identified as requiring more focused technical assistance to build institutional capacity and, again, this need was targeted in the CAFS III Project. However, CAFS did take the following initial steps in developing its management and marketing systems;

- a) development of research and evaluation capabilities to conduct family planning operations research,
- b) establishment of personnel and cost accounting systems,
- c) development of a documentation unit and reference library with cooperative links to other institutions, and
- d) development of the capability to provide technical assistance to a range of clients.

In addition to the above accomplishments, CAFS made a significant contribution to the successful design of the USAID follow-on project, CAFS III.

5. Assessment of Progress Toward Achievement of the Project Purpose

The project purpose, to expand and strengthen CAFS' training program, was achieved. The initial steps toward achieving institutional viability were taken as identified above. The sustainability of CAFS and its ability to continue to provide quality training, research, documentation, and information services to family planning professionals throughout sub-Saharan Africa is being addressed under the CAFS III Project.

6. Recommendations For Final Adjustments In Project Design

After the mid-term evaluation of CAFS II, it was clear that additional information was required to begin to address the institutional viability and sustainability issues which came to light. Further assessments were undertaken while strengthening of training program and institutional capacity building activities continued. Action was initiated to implement evaluation recommendations and a determination made that full implementation of the recommendations was beyond the achievable scope of the CAFS II Project. The CAFS III Project refocuses efforts toward strengthening the internal management and marketing strategies as recommended in the evaluation.

7. Continuing and/or Post Project USAID Monitoring Responsibilities

No further monitoring of the CAFS II Project is necessary. All project commodities are vested in CAFS and continue to be used in furthering the project goals of CAFS III.

8. Review Of Data Collection Results And Evaluations Remaining To Be Undertaken

A. Evaluation of Training Programs

Under the CAFS II Project, a regular system of monitoring and evaluation of training programs to measure effectiveness was maintained. For each course and workshop presented, a report was produced which included;

- 1) an executive summary outlining training needs and describing the training environment,
- 2) course goals and objectives,
- 3) course participants, content and organization,
- 4) a review of trainer qualifications and methodologies, and
- 5) participant course evaluations.

Feedback from participants was utilized in program planning. For example, participant feedback identified the need to provide more tailored programs, resulting in the reorganization of several courses into modular form.

B. Mid-Term Evaluation

The mid-term evaluation of CAFS was conducted by The Population Technical Assistance Project, field-work conducted July, August, and September, 1991, published December 5, 1991. The evaluation had three principle objectives:

- * to assess CAFS' progress in course development, financial management, marketing, and institution building;
- * to examine user perceptions of course content and quality; and
- * to analyze and assess the sufficiency of project resources for achieving project goals and objectives, and to make recommendations on adjustments to be made during the remainder of the project.

As described above, the mid-term evaluation identified a number of barriers to the development of CAFS as a viable African training institution. The evaluation findings and recommendations relative to course development and quality, internal management systems, and institutional capacity building redirected CAFS II activities and supported the development of the follow-on project, CAFS III.

C. Institutional Assessments

Several studies were undertaken to assess specific internal management systems and examine its overall institutional capabilities. Family Planning Management Development (FPMD), a project of Management Sciences for Health, conducted a management needs assessment in May, 1991, resulting in a recommendation to strengthen CAFS' personnel and management information (MIS) systems. Technical assistance was provided to begin the process, including guidance in the drafting of a personnel handbook, recruitment procedures, supervision, career and promotion management, and performance appraisals. Upgrading of CAFS' computer information system was also recommended, however the resources to implement recommendations were not available. Improving the personnel system and the MIS are components of the CAFS III project.

In late 1993, FPMD also conducted a marketing analysis to identify strategies for the sustainability of CAFS. Recommendations to improve the quality and image of CAFS, provide more customer oriented products and services, and develop more effective strategies to market CAFS' services evolved into plans to establish a marketing division within CAFS. Again, this was seen as a critical element in CAFS' institutional sustainability and is addressed under the

CAFS III project.

A comprehensive *Institutional Analysis* was undertaken in February, 1994 by Thunder & Associates, Inc. to closely examine CAFS as an organization and to recommend strategies in the development of CAFS' organizational vision. The analysis formed the basis for the institutional development and sustainability components of the new project design.

D. Annual and Final Financial Audits

Audits of CAFS' financial accounting systems were undertaken on an annual basis and reviewed by the Regional Inspector General. CAFS made adjustments to its accounting and procurement systems in compliance with USAID regulations. The final audit report of the CAFS II project, conducted by Price Waterhouse, was submitted in June, 1995. Recommendations are being addressed in the CAFS III project.

No further evaluations of the CAFS II project were considered necessary.

9. Summary Of Lessons Learned

A.. Quality Products and Market Competitiveness

Indigenous family planning professionals are increasingly demanding better quality services which meet their training needs in rapidly changing management and service provision environments. In addition, although the need for family planning training, research, information, and documentation services in the sub-Saharan African region far exceeds the current ability to provide such services, there is competition from international and in-country training organizations for scarce funding resources. It is therefore necessary for organizations to have good products and competent people able to meet customer needs if they are to be competitive in the family planning/reproductive health arena. This means continually improving services to meet customer needs and demands, and includes utilization of informative and useful monitoring and evaluation systems to gauge effectiveness.

Due to identified constraints, CAFS has not fully developed the ability to be responsive to customer needs and therefore is struggling to be competitive. In order to improve their competitiveness, various approaches will be undertaken in the new project, including the following:

- * CAFS will institutionalize courses through a collaborative course development approach. This includes reorganizing course materials into standardized, modular formats that are easily adaptable and readily usable by a range of professional staff. This will also aid in overcoming

the historical dependence on individual staff to maintain the quality of courses so that staff turnover does not diminish the quality of any course.

* Services will be offered and presented in a way that is most relevant to the service delivery environment. Regional training programs offer knowledge and skills building at a certain level, however, these programs are often costly, time-consuming, and may not have the transferable impact which can most effectively contribute to the diffusion of skills and knowledge. CAFS will refocus its attention on in-country programs tailored to specific needs and presented in appropriate formats.

* CAFS will develop a marketing division to effectively market CAFS services and aggressively monitor and evaluate the organization's effectiveness in transferring family planning knowledge and skills.

B. Institutional Strength and Viability

Despite the improvement of existing training programs and the development of new programs in response to customer needs, CAFS, historically staffed by training professionals, did not have the requisite managerial expertise or systems necessary to sustain technical improvements. Organizational viability hinges upon sound institutional structures. CAFS has had a long relationship with IPPF, for many years functioning as a subsidiary of that organization, and relied to a great extent on the entrenched IPPF structures. While the CAFS II project focused attention on improving the quality of its products, the internal management systems were not adequately addressed to support the viability of the institution. Thus, particular attention in the CAFS III Project is being given to strengthening those systems.

C. Market Opportunities and Competition by International and U.S. Cooperating Agencies

Sustainable development can only be achieved through the strengthening and viability of indigenous institutions. If sustainability is the goal, then mechanisms must be in place to support these institutions. Typically, USAID project contracts are awarded to U.S. based Cooperating Agencies and NGO's, though CAFS has had opportunities peripherally through project sub-contracting. CAFS must certainly develop the requisite technical expertise and marketing ability to compete, but if true sustainability lies in indigenous peoples addressing their own needs, organizations such as CAFS must be seen as legitimate partners in the provision of family planning/reproductive health services in the region. As such, there must be opportunities for them to compete directly for USAID and other donor funding. CAFS must also be more aggressive in pursuing contractual agreements with USAID Missions, U.S. Cooperating Agencies, governmental entities, and other international donor organizations. Again, if there is to be sustainable development, indigenous institutions must provide the foundation.

Documents Utilized in Preparing the PACR

1. CAFS III Project Identification Document
2. CAFS Family Planning Training Support II Project Paper
3. CAFS II Project Implementation Reviews
4. Population Technical Assistance Project Mid-Term Evaluation of The Centre for African Family Studies
5. Thunder & Associates, Inc., Institutional Analysis of The Centre for African Family Studies
6. Family Planning Management Development Technical Assistance Reports
 - a) Personnel Management, April, 1992
 - b) Marketing Analysis, February, 1994
 - c) Evaluation Report, August, 1995
7. The Centre for African Family Studies 1994 Annual Reports
8. Report on the Follow-Up of Former CAFS Course Participants, February, 1994

Drafted: MDiebel/REDSO/ESA/PHD

Action Memorandum for the Director

Date: February 20, 1997

To: Keith E. Brown, Director, REDSO/ESA

Through: Ray Kirkland, Office Director, REDSO/ESA/PH

From: Maggie Diebel, CAFS Project Manger, REDSO/ESA

Subject: **CAFS II Project Assistance Completion Report (PACR)**

Attached, please find the CAFS II PACR for your review. Upon your approval of the document, I will forward copies to CDIE in Washington, the Global Bureau/Office of Population, and the appropriate officers in AFR/SD and AFR/EA.